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STRENGTHENING OF THE COORDINATION OF HUMANITARIAN EMERGENCY ASSISTANCE OF THE UNITED NATIONS

Report of the Secretary-General

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I. INTRODUCTION

1. Since the adoption on 19 December 1991 of General Assembly resolution 46/182, which established the framework for strengthening the coordination of United Nations humanitarian emergency assistance, the United Nations and the international community have faced 108 sudden-onset natural disasters and 26 complex emergencies. The experience of the past two years in responding to these emergencies has demonstrated the validity of resolution 46/182 as providing the framework for coordinating relief assistance. The instruments for coordination, as envisaged by the resolution, have proven to be essential and useful. But experience has also demonstrated that additional measures could be taken to strengthen these instruments further.

2. The Department of Humanitarian Affairs has taken a number of specific steps aimed at facilitating a coordinated response by the United Nations system to natural disasters and complex emergencies. In this endeavour, the Department, guided by the principles and modalities for the coordination of humanitarian assistance established by resolution 46/182, has worked closely with the relevant organizations of the United Nations system, Governments, and intergovernmental and non-governmental organizations.

3. Increasingly it is war and civil strife that call for humanitarian assistance. This has brought with it new challenges, and dangers, for the United Nations system in implementing its humanitarian role in conflict situations. In responding to these challenges, the Department has served as the interface between the humanitarian community and the organs carrying out peacemaking and peace-keeping activities of the United Nations, ensuring complementarity and mutual support. Working closely with the operational organizations of the United Nations system, it has endeavoured to promote an early response to complex emergencies by organizing timely needs assessments, preparing inter-agency consolidated appeals, facilitating access to the populations in need, bearing in mind the safety and security of relief workers and supplies, and by making available financial resources from the Central Emergency Revolving Fund. At all times, the Department serves as the humanitarian advocate to ensure the neutrality and impartiality of emergency assistance.

4. With respect to natural disasters, the United Nations system is relatively well prepared to provide early warning, assess needs, prepare appeals and implement relief activities. In these cases, the Department has continued to focus on strengthening the coordinated response of the United Nations system while promoting disaster mitigation and preparedness.

5. The Inter-Agency Standing Committee (IASC), the primary mechanism for inter-agency emergency relief coordination, has addressed a range of important policy questions. Members of IASC have agreed that further measures are required to enable the Committee to exercise fully its potential for the formulation of system-wide policies, strategies and operational programmes for emergencies. At the system-wide level, the Administrative Committee on Coordination periodically reviews the activities of the United Nations system in

the coordination of humanitarian assistance. At its first regular session of 1993, the Committee focused its discussion, among other issues, on emergency relief and the continuum from relief to rehabilitation and development.

6. The Economic and Social Council has also considered in 1993 the question of the coordination of humanitarian assistance: emergency relief and the continuum to rehabilitation and development. A number of conclusions were addressed to the General Assembly for its consideration. These pertain, inter alia, to the functioning and size of the Central Emergency Revolving Fund (CERF) and the financing of coordination arrangements during the initial phase of emergencies. The Secretary-General has been requested to apprise the Council of the steps taken by the United Nations system to implement these conclusions next year.

7. The present report has been prepared pursuant to General Assembly resolutions 46/182 of 19 December 1991 and 47/168 of 22 December 1992. It reviews the activities undertaken and the developments that have occurred subsequent to those resolutions. It also presents recommendations for further action to strengthen the provision of humanitarian emergency assistance by the United Nations.

II. DEPARTMENT OF HUMANITARIAN AFFAIRS

8. The Department of Humanitarian Affairs was established by the Secretary-General as the focal point for humanitarian affairs within the United Nations system to facilitate a timely and coordinated system-wide response to disasters. The Department also serves as an advocate for the humanitarian mandate of the United Nations.

9. In the past 18 months, the Department has endeavoured to coordinate the response to an increasing number of emergencies and disasters while at the same time establishing or strengthening mechanisms and procedures to implement fully General Assembly resolutions 46/182 and 47/168, as well as setting up and managing the Central Emergency Revolving Fund. The international community has high expectations of the role the Department must effectively discharge. Learning from its experiences and suggestions from within and outside the United Nations system, the Department has continued to adjust its organizational structure and management. In cooperation with operational organizations and relevant non-governmental organizations, the Department also continues to make similar adjustments with respect to coordination mechanisms, including the Inter-Agency Standing Committee.

10. Steps have been taken to clarify the division of work between the Department's New York and Geneva offices, not only to avoid duplication, but also to maximize complementarity. In order to make optimal use of limited resources, recent measures have been taken to rationalize further the work of the Department. For example, the International Decade for Natural Disaster Reduction secretariat and the Disaster Mitigation Branch are being merged in order to combine their respective roles in promoting an international policy framework and strategy options for disaster mitigation and in providing support for formulating priorities and work programmes at the country level. A further step will be the integration of the Relief Coordination Branch with the Complex Emergencies Branch. In addition, training of staff members will be improved and

their active involvement in assisting coordination in the field will be strongly encouraged.

11. The Department has benefited from staff that have been seconded from operational organizations of the system, national agencies and non-governmental organizations, who have enriched the Department with their expertise and perspective. It has also benefited from the provision of early warning and other information from within the system and beyond. It is hoped that these arrangements will be continued and, as necessary, further strengthened.

12. In 1993, the Department of Humanitarian Affairs continued to strengthen its cooperation with the operational agencies of the United Nations system. This is of particular importance with respect to the United Nations Development Programme (UNDP), where responsibility in the field for humanitarian work is frequently entrusted by the Department to the Resident Coordinator. The outcome of these efforts was reflected in the report submitted to the Governing Council of UNDP (DP/1993/HP/CRP.3).

13. An important aspect of the work in the Department is to clarify better the role that each operational organization must play, especially during the implementation of humanitarian programmes launched by the United Nations, in order to fulfil the common objective of saving the lives of human beings in desperate need. This aspect of the Department's work is closely related to its task of developing a coherent framework that would ensure an effective, harmonized and timely response by operational organizations to humanitarian emergencies. It is a tribute to the organizations of the United Nations system and other intergovernmental and non-governmental organizations, as well as the International Committee of the Red Cross (ICRC), that so much has been achieved in providing relief to victims of disasters around the world. The Department is not directly involved in the actual delivery of humanitarian assistance. As coordinator for a system-wide response to complex emergencies, it must, however, be equipped and ready to be ever more responsive, and of service, to those working at the field level. As such, it is of crucial importance that the Department play a full role not only in fact-finding and needs assessment missions but also in the various stages leading to the launching of consolidated appeals and including the strengthening of field coordination units. As envisaged in General Assembly resolution 46/182, the Department must also serve as a focal point for the provision of up-to-date information that would include early warning signals about complex emergencies.

14. In most instances, and in particular for natural disasters, the first line of response for field-level coordination is the Resident Coordinator and the Disaster Management Team. In the case of complex emergencies, there are instances where coordination capacity must be strengthened and, where it does not exist, must be established. The Department of Humanitarian Affairs will assume this responsibility, in full consultation with the operational organizations concerned, utilizing the capacities and competencies already in place. It will, when necessary, entrust primary responsibility to the appropriate agency of the system in specific emergencies, under the coordination of the Department.

15. While the Department is determined to meet existing and future challenges, its current resources are not commensurate with the tasks entrusted to it. The

fact that more than 65 per cent of its staff is funded from extrabudgetary resources clearly reflects this problem. Arrangements must be made for the staff of the Department to be financed on a predictable and continuous basis.

III. INTER-AGENCY STANDING COMMITTEE

16. The Inter-Agency Standing Committee (IASC), established in pursuance of General Assembly resolution 46/182 and chaired by the Emergency Relief Coordinator, is intended to assist in formulating a rapid and coherent response to emergencies by entitles of the United Nations system and other organizations concerned. Accordingly, in its meetings over the past year, IASC has provided clear guidelines and made specific policy decisions on a variety of substantive issues relating to the United Nations humanitarian response to complex emergencies in Somalia, Angola, the Sudan and the newly independent States. The Committee's discussions have also focused on the formulation of system-wide policies and strategies aimed at addressing problems and issues concerning internally displaced persons and the relief-rehabilitation continuum.

17. The Committee has established a Working Group at the senior official level to assist in preparing discussion papers as well as in identifying issues that could be usefully examined in the context of the preparation and implementation of humanitarian programmes. It also assists in the follow-up to the decisions of IASC. Secretariat support for IASC is provided as and when necessary by an Inter-Agency Support Unit (IASU) within the Department of Humanitarian Affairs. The Unit is composed of staff of the Department together with seconded staff from some of the operational organizations and non-governmental organizations.

18. In July 1993 the Economic and Social Council made special reference, in its agreed conclusions on coordination of humanitarian assistance, to the primary importance of the Inter-Agency Standing Committee under the leadership of the Emergency Relief Coordinator and Under-Secretary-General for Humanitarian Affairs. The Council stated that IASC should serve as the primary mechanism for inter-agency coordination of policy issues related to humanitarian assistance and for formulating a coherent and timely United Nations response to major and complex emergencies. It also recommended that IASC should be more action-oriented, and meet more frequently and serve as the forum for more intensive collaboration with ICRC, the International Organization for Migration (IOM), the International Federation of Red Cross and Red Crescent Societies (IFRC) and other non-governmental organizations (A/48/3, chap. III, para. 19, agreed conclusions, para. 16). In accordance with this recommendation, IASC agreed that specific terms of reference be drafted with specific attention to mechanisms for enhancing the capacity of the IASC structure for rapid decisions and follow-up action.

IV. DISASTER MITIGATION

19. Disasters continue to threaten life and property all over the world. More often than not, the most affected are usually those least able to withstand their physical, social and economic consequences. The recent earthquake in India serves as a cruel reminder of our vulnerability to such calamities. Over the past 30 years the number of disasters has escalated. The related losses in

terms of human lives and the economic losses have also increased dramatically. Environmental degradation may further aggravate living conditions, exposing both the populations and their habitats to disasters. In many cases population pressures and poverty have led people to live in areas already exposed to natural and man-made hazards.

20. Some disasters may be prevented, and the impact and adverse effects of others can be reduced. Disaster mitigation can be a very cost-effective approach. In order to minimize the consequences of future disasters most effectively, mitigation measures should be built into development programmes and be an integral part of the continuum from disaster to rehabilitation. Disaster-prone countries must at the same time be provided with the necessary resources to strengthen their mitigation capacities.

21. The General Assembly, in the annex to resolution 46/182, called, in particular, for better integrated mitigation programmes at the national and regional levels, greater exchange and dissemination of appropriate technology, more active pooling and analysis of early warnings and the elaboration of preparedness plans that optimize the use of local resources.

A. Prevention and preparedness

22. During the biennium 1992-1993, the Department of Humanitarian Affairs has provided assistance in formulating technical activity programmes and in channelling external assistance to meet the individual needs of 18 of the most disaster-prone countries. It has furthermore helped to launch, in close collaboration with other international bodies and non-governmental organizations, collective programmes for groups of neighbouring countries with similar needs in Africa, the Andes, Asia, the circum-Mediterranean and the South Pacific. These programmes have encompassed more than 70 countries.

23. New country-specific programmes were launched for Peru in 1992 and for Argentina in 1993, to complement similar activities already in progress in Colombia and Ecuador. In Asia, the sharing of relevant technology was accomplished through a workshop in Viet Nam, attended by six Asian countries with similar needs, and the priorities for a new programme of technical cooperation were identified.

24. In Africa, field missions were carried out to seven of the more disaster-prone countries and a region-wide survey was conducted on the status of national disaster mitigation and future assistance needs. The results were presented at a conference jointly sponsored by the Organization of African Unity (OAU) and the Department of Humanitarian Affairs. Following the 1991/92 regional drought emergency in southern Africa and a review of the experience gained, the Department will continue its collaboration with the Southern Africa Development Community (SADC) to assist its member States in strengthening their disaster prevention and preparedness capacities, both at the national and regional levels.

25. Sixteen countries from the Mediterranean region collaborated in a seismic risk reduction project which produced three large syntheses of knowledge on earthquake hazard, vulnerability and risk reduction. These contain

comprehensive guidance suitable for world-wide application. Similarly, lessons learned in a study of post-earthquake reconstruction in Yemen were shared with Mediterranean and Middle East countries at a seminar in Turkey.

26. The primary objective of the Department is to play a catalytic role in promoting a more active application of disaster mitigation strategies at the country and regional levels. Emphasis is placed on the involvement of national personnel, technical cooperation between neighbouring countries and the sharing of early warning capacities. The Department strives to promote the relief-to-development continuum by providing disaster mitigation guidance as early as possible after the relief phase, when the interest and receptiveness of affected countries are highest and the opportunity exists to incorporate technological advances into reconstruction planning. Mitigation, however, requires a long-term commitment on the part of Governments, regional organizations and the United Nations system.

B. International Decade for Natural Disaster Reduction: World Conference on Natural Disaster Reduction

27. The International Decade for Natural Disaster Reduction was launched by the General Assembly in December 1989 (resolution 44/236). It represents an international effort to promote awareness of the importance of disaster reduction, to support the strengthening of the capacities of vulnerable countries, to facilitate technology transfer and information exchange, and to promote research and training. A Special High-Level Council and a Scientific and Technical Committee were established by the Secretary-General to provide overall guidance and formulate programmes for the Decade's activities. National focal points have been established in more than 110 countries and are supported by the secretariat of the Decade.

28. A World Conference on Natural Disaster Reduction will be held at Yokohama from 23 to 27 May 1994, at the invitation of the Government of Japan. The Conference will review activities of the Decade at national, regional and international levels; exchange experiences on disaster reduction-related policies and activities; further strengthen national and international disaster reduction policies; and chart an action programme for the future. The results will be considered by the Economic and Social Council in 1994.

29. The Special High-Level Council, at its meeting in January 1993, adopted a 12-point plan of action on the World Conference. In February 1993, the Scientific and Technical Committee established a programme for the preparation of the World Conference and set up a Preparatory Committee to provide direction for these activities (see A/48/219/Add.1-E/1993/97/Add.1).

30. On the recommendation of the Economic and Social Council, the General Assembly is expected to give further consideration to the plans and preparations for the World Conference. It is important that Member States and the scientific community participate actively in the Conference.

31. It is imperative that the Member States and organizations of the United Nations system make disaster reduction a priority and that the donors, the organizations of the United Nations system as well as the affected countries

pool their resources to achieve the goals and targets of the Decade. The Department of Humanitarian Affairs will, as part of its mandate, continue to be the strong advocate of a viable mitigation strategy for the United Nations system.

V. RESPONSE TO DISASTERS AND EMERGENCIES

A. Natural disasters and sudden-onset emergencies

32. The Department of Humanitarian Affairs has the important task of coordinating and facilitating international relief assistance following sudden-onset natural disasters and similar emergencies, at the request of Member States. At the international level, the Department provides a framework for the coordination of relief assistance by United Nations entities, bilateral donors, and intergovernmental and non-governmental organizations. At the country level, this framework is provided by the United Nations Resident Coordinator and the United Nations Disaster Management Team (UN-DMT). The Department has the further role of coordination at the site of an emergency.

33. The Department also assumes responsibility for the operational preparedness of the United Nations system and of international relief mechanisms, providing policy guidance and advocating improved procedures for the provision of international relief assistance.

1. Relief operations

34. The Department's strategy in responding to sudden-onset disasters is based on introducing a more active, systematic and operational approach, assuming immediate system-wide relief coordination responsibility when a disaster strikes. The Department monitors the occurrence of disasters and draws upon early warning and alert information through a network of contacts with the disaster management community.

35. One immediate action taken by the Department of Humanitarian Affairs in the event of a disaster is the issuance of a situation report/appeal for assistance to the international disaster management community. This appeal is constantly updated to provide an accurate overview of the situation, of the national and international response as well as outstanding needs. Such information is transmitted instantaneously to over 350 addressees world wide. In major incidents, and upon request of the Government of the affected country, the Department arranges for a mission for assessment and coordination support to the Government, working closely with the Resident Coordinator and the Disaster Management Team. Stand-by capacities for prompt dispatch of such missions to the disaster site have been considerably strengthened through the recent establishment of the United Nations Disaster Assessment and Coordination (UNDAC) Stand-by Team (see below). In both the storage and dispatching of relief supplies the capacity of the operational agencies of the system is crucial. The United Nations Children's Fund (UNICEF) has played an important role in this respect and has provided considerable relief assistance through the UNICEF Procurement and Assembly Centre (UNIPAC) warehousing facility in Copenhagen. The Department has additionally made active use of its warehouse at Pisa, Italy,

which serves as an effective instrument to dispatch and store urgent relief supplies. Twenty-six relief flights and shipments were undertaken from the warehouse to disaster areas from January 1992 to August 1993. During the biennium, the Department has also made available 35 emergency grants for immediate survival assistance to disaster victims. Similarly, UNICEF and other agencies have exercised authority entrusted to their representatives for expenditures for initial response to emergencies.

36. In the past 20 months, the Department has addressed 107 disasters world wide and issued 296 situation reports (see annex III). In 41 cases, it launched an appeal for international assistance on behalf of the Government of the disaster-stricken country. Inter-agency field missions were organized to support the national authorities, working closely with the Resident Coordinator and the Disaster Management Team. During the same period the Department provided US$ 1.12 million in emergency grants immediately following a disaster. In tandem with UNDP emergency grants, these funds have proved to be a flexible tool for immediate survival assistance to disaster victims.

37. In response to appeals for international assistance, donors have so far during the biennium reported to the Department contributions or pledges of over US$ 315 million of relief assistance in cash, services and emergency supplies, not including in-kind contributions, to meet relief needs of disaster victims. The lack of quantified assessments of relief needs at the early stage of a disaster and delays in the receipt of pledged contributions have hindered resource mobilization. In view of the budgetary constraints of donor countries and the escalating number of complex emergencies, however, the response to sudden-onset natural disasters and other emergencies has for the most part been generous.

2. Stand-by capacity and other preparedness mechanisms for emergency response

38. A number of medium- to long-term projects are being pursued in conformity with General Assembly resolutions 46/182 and 47/168. The Department continues to support the International Search and Rescue Advisory Group (INSARAG), which was established to improve cooperation and procedures for international search and rescue teams. Three regional INSARAG groups for Africa and Europe, the Americas, and Asia and the Pacific met and began work on specific issues such as disaster medicine in search and rescue (SAR), development of procedures for the On-Site Operations Coordination Centre (OSOCC) and the future design of SAR training programmes for disaster-prone developing countries.

39. In cooperation with eight Governments - Austria, Denmark, Finland, Germany, Norway, Sweden, Switzerland and the United Kingdom of Great Britain and Northern Ireland - the Department established the United Nations Disaster Assessment and Coordination (UNDAC) Stand-by Team, which became operational as at 1 September 1993. In major sudden-onset disasters, the Team can be immediately dispatched to the disaster site to assist the local and national authorities in determining needs for international assistance and, when required, to undertake on-site coordination of such assistance. The Team will assist the Government concerned at its request and cooperate closely with the Resident Coordinator and the United Nations Disaster Management Team (UN-DMT), which brings together the

United Nations agencies present in the affected country. Practical experience was gained in September 1993 during Exercise '93, the simulation of a major earthquake, hosted and organized by the Government of Austria and sponsored by the Department of Humanitarian Affairs. Standard operating procedures and guidelines for the UNDAC Team and OSOCC are being adjusted on the basis of this experience. The Department is preparing operational guidelines for the use of military and civil defence assets to deliver relief assistance following large-scale natural disasters or similar emergencies.

40. The Department is also maintaining close contact with the United Nations Environment Programme (UNEP)/United Nations Centre for Urgent Environmental Assistance (UNCUEA) to ensure a coordinated United Nations system response to technological disasters. In this context, standard operating procedures are being developed.

41. In line with General Assembly resolution 46/182, the Department is establishing a Central Register of Disaster Management Capacities as an operational tool to support the expeditious delivery of emergency humanitarian aid. Elements of the Central Register already in existence provide information on international search and rescue teams, national emergency response offices and national emergency relief services of major donor Governments. Three additional parts are being developed, encompassing stockpiles of disaster relief items, disaster management expertise and military and civil defence assets.

42. On the question of emergency stockpiles, experience has demonstrated that a combination of stockpiling at local, regional and global levels would expedite the rapid delivery of relief supplies to a disaster site. The Department is incorporating basic specifications for the most frequently used disaster relief items into the stockpile registry and will make this available to users. These efforts are complementary to, and aim at supporting, similar activities of the operational organizations.

43. The Department has undertaken the aforementioned initiatives to strengthen the stand-by capacity and other emergency response mechanisms with the support and resources provided by Member States. This financial and moral support has, indeed, been extremely encouraging and will be vital in the future for the successful continuation of these activities.

B. Complex emergencies

44. There has been a dramatic increase in the number and scale of complex emergency situations requiring coordinated and complementary response by the international community. As indicated in annex I, the United Nations system is now involved in 27 countries, seeking to address the needs of some 58.5 million people, with aggregate total appeals amounting to $4.6 billion. This expansion in activities has presented a range of new challenges to the organizations of the United Nations system, and in particular to the Department of Humanitarian Affairs given the coordination responsibilities entrusted to it by the General Assembly in resolution 46/182.

45. On a broad policy level, these challenges include the need to define the relationship between the imperatives of peace-keeping and peacemaking and the

principles of humanitarian access, neutrality and impartiality. The informal Working Group established by the Inter-Agency Standing Committee is chaired by the Department, with the participation of representatives of United Nations organizations, ICRC, IFRC and consortia of non-governmental organizations, and formulates practical recommendations on ways to maintain humanitarian principles in the face of inevitable pressures that arise in complex political and conflictual situations. At the same time, through its participation in United Nations interdepartmental task forces and consultations, the Department of Humanitarian Affairs works closely with relevant departments to ensure effective coordination and complementarity between the political, peace-keeping and humanitarian activities of the United Nations. The Department also endeavours to participate in United Nations fact-finding missions, in preparation of United Nations peace-keeping operations in which the Organization is also involved in the provision of humanitarian assistance. The Department has participated in such missions to Somalia, Liberia and Rwanda.

46. On the operational side, the challenges include the need for more effective early warning systems and assessment capacities, facilitating preventive action in early response, adapting in-country guidelines and capacities to meet humanitarian requirements, and more cost-effective and prioritized programming strategies as well as funding appeals. Practical steps have already been taken to meet these operational challenges, which will continue to be the focus of the work of IASC. Particular attention is being given to strengthening in-country capacity where, in the final analysis, the formulation and implementation of timely and appropriate humanitarian action must be centred.

1. Assessments

47. In accordance with General Assembly resolution 46/182, the Department has taken the lead in organizing, in consultation with the Governments of the affected countries and operational agencies concerned, some 40 assessment missions designed to formulate a comprehensive picture of the nature and requirements of a given situation as a basis for developing an appropriate response. These missions included all United Nations organizations concerned and, in most instances, intergovernmental and non-governmental organizations. Every effort is made to draw on field capacity as well as the sectoral information available to the respective organizations of the United Nations system. When required, follow-up missions are sent to update the initial assessment. These assessments form the basis of integrated United Nations inter-agency programmes and consolidated appeals, prepared in close consultation with the Government concerned, intergovernmental and non-governmental organizations, and donor representatives. As appropriate, food assessment missions are organized by the Food and Agriculture Organization of the United Nations (FAO) in collaboration with the World Food Programme (WFP) and at the request of the Government concerned, and the results are incorporated into the overall assessment process.

48. In 1992/93, the Department led inter-agency missions, with the full participation of specialized agencies such as FAO and the World Health Organization (WHO) and United Nations programmes such as UNICEF, the United Nations High Commissioner for Refugees (UNHCR), UNDP and WFP, to Angola, Eritrea, Georgia, Lebanon, Rwanda and Zaire. In countries where an in-country

emergency coordination mechanism had already been established, as, for example, in the Horn of Africa, the Department assisted in the extensive assessment of in-country humanitarian needs as coordinated by the United Nations Resident Coordinator/Humanitarian Coordinator.

49. It is recognized that the assessment process needs to be further enhanced. IASC is currently undertaking a review of the process with the aim of ensuring more systematic inputs from Governments, United Nations agencies, intergovernmental organizations, and local and international non-governmental organizations.

2. Consolidated inter-agency appeal process and mobilization of resources

50. The consolidated inter-agency appeal process is one of the essential components for a coordinated response to complex emergency situations. The appeals are based primarily on the results of the assessment missions and involve a process of consultation with concerned United Nations organizations, intergovernmental, non-governmental and international relief organizations, and the Government of the affected country. The basic effort is to identify those populations in need of emergency assistance and to develop a coordinated strategy for responding to those needs, in accordance with recognized priorities. The Department coordinates the preparation of these appeals and has accumulated considerable experience in this regard. IASC has kept the process under review and is currently formulating guiding principles designed to ensure the consistency, effectiveness, field-orientation and priority focus of such appeals.

51. Annex I contains a list of consolidated inter-agency appeals issued, or having remained in effect, since the Secretary-General submitted his last report to the General Assembly (A/47/595), showing also the amounts requested and the recorded contributions to date. While the international community has been generous in its response, there are some areas that require serious attention. As indicated in annex I, only 56 per cent of the requirements of the appeals launched to date have been met. IASC is reviewing the funding situation, studying different funding mechanisms and improved resource mobilization strategies for humanitarian assistance programmes.

52. Previous reports to the General Assembly and the Economic and Social Council have highlighted the need for greater flexibility in the use of contributions in order to respond to urgent requirements, referring to the tendency to earmark contributions. In addition, the general pattern of under-funding of non-food aid requirements continues to pose serious problems for the coherent implementation of humanitarian assistance programmes. It is also apparent that "silent emergencies" are usually not as adequately supported as those that have caught the world's attention.

53. At the same time, it is clear that the number of consolidated inter-agency appeals launched has posed problems and that there is a need to ensure that these are only issued when necessary. In this regard, individual organizations of the United Nations system are encouraged to issue sectoral appeals for situations that fall clearly within their sphere of competence. In addition,

concern has been expressed about the time it takes to complete well-structured inter-agency appeals, when in many cases there is a need for immediate action. Consideration is being given to the desirability of interim appeals, designed to mobilize funds rapidly.

3. Field-level coordination

54. A variety of structures and processes has been put into place in different countries to ensure field-level coordination. These take into account the respective requirements and prevailing circumstances, and the fact that the affected country has the primary role in the coordination of humanitarian assistance. The United Nations Resident Coordinator and the in-country Disaster Management Team work with their counterparts in the affected States to provide the basis for field coordination arrangements. In some situations where a Special Representative of the Secretary-General has been appointed, generally with a wide mandate that covers political, security and humanitarian concerns, the humanitarian coordination component falls under the authority of the Special Representative supported by a Humanitarian Coordinator. For countries in which interim offices have been established, the head of the office assumes overall responsibility for assisting the Government in the coordination of humanitarian activities.

55. An adequate field capacity to coordinate humanitarian assistance programmes is the key to the success of relief efforts. It should be emphasized that, given the diversity of field-level coordination, the arrangements in place to assist the affected country must be apparent to all parties, and the responsibility and accountability of each organization should be clearly defined and in accordance with its mandate. It should be emphasized that field coordination capacity is not only critical to an integrated United Nations system approach but also serves as a basis for coordination with intergovernmental and non-governmental organizations as well as with bilateral programmes. It is essential that a consensus be built in the field, not only among the various relief organizations of the United Nations system, but also among non-governmental organizations and bilateral agencies.

56. Ensuring adequate staff support for field coordination activities in complex emergencies continues to be a matter of concern. While in a few cases costs are met from peace-keeping funds, following a decision by the Security Council, in most instances the funding of such units must come from extrabudgetary contributions. Every effort is made to utilize seconded staff from United Nations entities but, given competing requirements, this may not be sufficient. Because of the absence of resources, serious delays can occur in the establishment of field coordination units, which are of vital importance, particularly in the early stages of a complex emergency. While inter-agency consolidated appeals include, when necessary, requests for the funding of field coordination arrangements, these remain the most under-funded components. In this respect, the possibility of utilizing the Central Emergency Revolving Fund to support field-level coordination arrangements should be favourably considered.

57. As has been previously noted, effective and timely field-level coordination necessitates a degree of delegation of authority, requiring, for some agencies,

the modification of certain administrative rules and procedures. This was one of the central themes that emerged from a workshop of 19 resident coordinators representing countries affected by complex emergencies, organized by UNDP and the Department. Procedures for the quick disbursement of funds and recruitment of personnel are also being examined.

4. Access

58. Access to those in need is central to the effective implementation of humanitarian programmes. In accordance with General Assembly resolution 46/182, the Department is entrusted with facilitating such access by obtaining the consent of all parties concerned. This remains an important aspect of the work of the Department. During the period under review, progress has been made in negotiating better access to those in need of humanitarian assistance in areas of the Sudan, in particular the southern sector and transitional zone. To this end, the Secretary-General appointed Mr. Vieri Traxler to serve as Special Envoy for Humanitarian Affairs for the Sudan. Mr. Traxler subsequently undertook a mission to this area and reached agreement with the Government on some measures to improve access.

59. In many instances, intense conflict has hampered humanitarian access. Even in these circumstances, efforts are made to negotiate arrangements with the parties to the conflict to permit the flow of relief supplies. At the present time, the Special Representative of the Secretary-General in Angola, with the support of the Coordinator for Humanitarian Affairs, has been negotiating such arrangements with the Government and with representatives of the União Nacional para a Independência Total de Angola (UNITA). Somalia represents another approach, namely, the dispatch of United Nations military forces, inter alia, to facilitate humanitarian assistance. The problem of secure access also features efforts to respond to emergency humanitarian needs in the newly independent States. It is evident that these models need to be assessed in the continuing search for the best solution to the difficult problem of access. In the long run, the solution to these problems depends on political reconciliation and this must remain a fundamental objective of the United Nations. In the meantime, every effort will continue to be made to respond to the needs of all innocent victims of civil conflict.

5. Security

60. The international community has been increasingly called upon to send humanitarian personnel into situations of escalating danger around the world. Often humanitarian imperatives require the deployment of such personnel in situations where there has already been a breakdown of law and order. In such circumstances, it is imperative that the United Nations be able to assure and, if necessary, work out arrangements for the access and safety of relief workers.

61. The Department of Humanitarian Affairs is working closely with the United Nations Security Coordinator on this issue and is participating actively in ongoing efforts within the Secretariat and in intergovernmental deliberations to ensure that the specific concerns relating to the security of humanitarian personnel are appropriately considered. Ways are also being examined to include

intergovernmental and non-governmental organizations, being important implementing partners in the field, in the security procedures of the United Nations.

62. There are many encouraging signs of growing international concern for humanitarian values. Indeed the humanitarian imperative has been reinforced by recent resolutions of the General Assembly and the Security Council, encouraging wider adherence to humanitarian principles. There is, however, no guarantee that the emblems of the United Nations and ICRC afford the necessary protection. Recent increases in the number of relief workers who have been killed in the line of duty continue to be a sad reminder of the urgent need for enhanced security arrangements. While the international community must condemn such acts of violence against relief personnel, it is critical that further steps be taken to ensure that the principles of humanitarian law are fully respected by all concerned.

6. Financial tracking

63. The consolidated inter-agency appeals are the major tool used to draw attention to needs for humanitarian assistance. The Department of Humanitarian Affairs also organizes special pledging conferences as well as consultative meetings with donors to attract funding. The Department endeavours to ensure follow-up to consolidated appeals by issuing regular situation reports on the implementation of programmes and by approaching donors to highlight priority needs.

64. Where required, the Department has also assumed responsibility for the financial management of specifically established trust funds, such as the United Nations Trust Fund for Humanitarian Assistance in Mozambique.

65. The Department has established a computerized financial tracking system to provide consistent financial reporting to the donor community. Following the issuance of an appeal, monthly financial summaries are produced to give an overview of needs met and funding shortfalls. The financial reporting is based on contributions/pledges as reported to the Department by the agencies and intergovernmental and non-governmental organizations making the appeal. In an effort to broaden the scope of this monthly reporting, donor summaries reflecting major global contributions to the affected region are also provided to the extent that such information is made available to the Department.

66. In addition, the Department has initiated discussions with donors on financial tracking systems with a view to enhancing accuracy, accountability and transparency. It has made efforts to strengthen its tracking capacity to improve the timeliness and accuracy of its data. Accuracy, however, is still complicated by the many different reporting systems of the international donor community. It would therefore be desirable if agreed guidelines were established to ensure precise and consistent reporting. Such guidelines should take into account the accounting and auditing rules and regulations of the operational organizations and donors.

7. Central Emergency Revolving Fund

67. The Central Emergency Revolving Fund (CERF) was established in accordance with General Assembly resolution 46/182 as a funding mechanism to ensure the rapid and coordinated response of the United Nations system to requests for emergency assistance, by providing adequate resources for use by operational organizations in the critical initial stages of emergencies. The Assembly also called upon the governing bodies of organizations and entities of the United Nations system to examine their reserve and other contingency funding arrangements to strengthen further their operational capacities for rapid and coordinated response to emergencies.

68. Since CERF became operational in May 1992, a total of $52.6 million has been disbursed from the Fund, of which $22.5 million has been reimbursed. Experience with the use of CERF has been positive and encouraging. The Fund has maintained a solid financial standing and has been actively utilized by operational organizations of the United Nations system on 17 occasions to meet urgent relief requirements (see annex II). The modalities for the use of CERF are now in place. In the light of their experience, agencies have increasingly utilized the Fund for prompt responses in the early phase of an emergency.

69. At the same time, concerns have been expressed about some constraints in the utilization of CERF and the desirability of strengthening and expanding the Fund to enable it to become an even more effective instrument.

70. The Economic and Social Council, at its substantive session of 1993, recognized the constraints experienced in the utilization of CERF and endorsed a number of measures aimed at ensuring the optimal functioning of the Fund and ultimately improving the response of the United Nations system in the critical early phase of an emergency. To that end, it recommended that the financial regulations relating to the operation of CERF be reviewed by the Secretary-General to ensure that disbursements from the Fund are made as quickly as possible; that the General Assembly, in reviewing the overall functioning of CERF on the basis of the results achieved and the needs identified, consider increasing its size and expanding its scope to include other international organizations; that the Department of Humanitarian Affairs should, in the context of early response, encourage the active utilization of CERF to address urgent relief requirements in the initial stage of a complex emergency; and that operational agencies should make full and appropriate use of CERF and exert every effort to reimburse it, in the first instance, from contributions received (A/48/3, chap. III, para. 19, agreed conclusions, paras. 21-24).

71. The Department has taken steps, particularly in the context of the needs assessment, to play a pro-active role in advocating the utilization of CERF to address urgent relief requirements in the early stage of a crisis.

72. Arrangements will also be made, in close cooperation with the operational organizations, to review the financial regulations of CERF to ensure quick disbursements, including its utilization before the finalization of consolidated appeals, taking full account of the need for accountability and the revolving nature of the Fund.

73. As mentioned by the Under-Secretary-General for Humanitarian Affairs in his oral report to the Economic and Social Council at its 38th meeting on 21 July 1993, the utilization of CERF has been limited to organizations of the United Nations system. Other intergovernmental organizations such as IOM and non-governmental organizations have not been able to benefit from the Fund under existing arrangements, while they have become active partners in the consolidated appeals process. As recommended by the Council, the General Assembly may wish to take a decision on expanding the scope of CERF (see A/48/3, chap. III, para. 19, agreed conclusions, para. 22).

74. Experience has shown that the Emergency Relief Coordinator requires funds in the early stages of an emergency to enable him to discharge functions central to an emergency response, and for which no other operational agency has specific responsibility. While there has been an urgent need for the funding of such functions as special missions, needs assessment, the preparation of consolidated appeals and the strengthening of field coordination mechanisms, CERF cannot at present be used for these purposes. Various suggestions have been made as to how these requirements might be met, including arrangements to earmark resources of up to $5 million within CERF to be used by the Emergency Relief Coordinator for these purposes.

75. The balance of CERF is currently at a level of $19 million. In order to ensure that the Fund has resources to respond to future emergencies, a minimum level of $15 million must be maintained in its account. There is therefore an evident need to strengthen the Fund in the light of its increasing utilization by the operational agencies and the possible enlargement of its scope to encompass IOM and other relief organizations. The General Assembly may therefore wish to take appropriate action in this regard.

C. Mine clearance and internally displaced persons

76. The presence of land-mines remains one of the most serious impediments to the delivery of humanitarian assistance, the resettlement of displaced populations and the resumption of normal life. It is a problem that affects activities at all points along the relief-to-development continuum, and priorities for clearance change over time. Mine clearance is, in the early stages, undertaken as an emergency humanitarian activity, in cooperation with any United Nations peace-keeping presence which is in the area. As the United Nations humanitarian and/or peace-keeping presence is phased out, the programme responsibility would normally be transferred to those United Nations bodies undertaking rehabilitation and development activities. At the appropriate time, it is expected that the programme could be transferred to complete government control.

77. To enable resumption of normal life in mine-polluted areas, mine clearance must attain a level very closely approaching 100 per cent. The principal considerations for United Nations mine clearance are safety, effectiveness and cost-efficiency. To be effective, certain standards of operations must be maintained, and programmes must take into account local conditions and cultural considerations. Experience has demonstrated the best approach to be the training of local mine-clearance personnel while maintaining United Nations

management and oversight during the initial phases to ensure that standards of operation are maintained. This is also the most cost-effective method.

78. The often sensitive and highly political nature of the post-conflict environment highlights the importance of maintaining strict impartiality in undertaking mine clearance, especially in the early stages of the programme. This, along with the maintenance of rigorous safety standards, is essential for building confidence in the process among the affected population.

79. Mine clearance constitutes both a labour-intensive and a long-term undertaking, requiring substantial start-up resources; once programmes are under way, continuity of funding must then be assured. In the past few years, programmes for demining have been established in several countries, notably, Afghanistan, Cambodia and Mozambique. The Department of Humanitarian Affairs functions as a focal point for policy coordination and resource mobilization for such activities, which in the context of humanitarian operations are voluntarily funded. The Department will seek to include such programmes in consolidated appeals for countries with mine pollution problems. It has also undertaken efforts, in collaboration with other competent parts of the system, to establish a database on land-mines, including technical information regarding mines and clearance techniques, country information, rosters of United Nations-trained personnel, costs, legal aspects and similar information. This will be a valuable tool, particularly for the planning of activities in the early phases of mine clearance.

80. Mass internal displacement represents one of the most critical consequences of almost all complex emergencies as well as an increasing number of major emergencies. It is estimated that there are at present 23 million internally displaced persons throughout the world and 16 million refugees. The issue of internal displacement presents the international humanitarian community with many complex issues.

81. The problem of internally displaced persons is, in many instances, politically sensitive. It requires not only substantial resources but also greater clarity in the division of responsibilities among the operational organizations of the system and, in some cases, adjustments in the legislative mandates of these organizations.

82. In February 1993, at the request of the Inter-Agency Standing Committee, the Department set up an informal IASC task force on internally displaced persons. This group presented practical recommendations to IASC in July 1993. Among them was a suggestion that the Emergency Relief Coordinator determine, on a case-by-case basis, operational responsibility among the organizations of the United Nations system for the provision of assistance. This procedure was followed in the steps taken to assist internally displaced persons in Zaire and the Sudan.

83. IASC further decided to finalize early in 1994 the analysis of the respective mandates dealing with the three main phases of internal displacement, i.e.: (a) immediate relief for displaced persons; (b) return and rehabilitation; and (c) reconstruction and development. It was also agreed that the Representative of the Secretary-General on Internally Displaced Persons would take part in the work of the task force.

84. As reported in section VI.C, the Department of Humanitarian Affairs has convened and chaired monthly consultations on early warning of new flows of refugees and displaced persons. This has allowed a periodic review of the current developments and has provided an opportunity to convey to the executive heads of agencies information on incipient mass displacement.

VI. INFORMATION MANAGEMENT

85. Reliable and timely information is of key importance for responding effectively to emergencies and for taking the necessary preventive action. Therefore, the Department must be able to acquire, analyse and rapidly disseminate information to organizations of the system, field offices, donor Governments, recipient countries, and intergovernmental and non-governmental organizations. There is also a need to provide information to the news media, opinion makers, academic institutions and others, to enable the humanitarian role of the United Nations system to be understood more widely and, as a result, receive the support it requires both in terms of public perception and financial contributions.

86. General Assembly resolutions 46/182 and 47/168 outline various measures to improve the Department's information management. In July 1993, the Economic and Social Council drew further attention to this important issue (see A/48/3, chap. III).

87. The Department has taken steps to strengthen its information capability. These will be further enhanced in the coming months as an overall information strategy is gradually put into place. The main elements of this strategy are: first, the development of an integrated approach to information needs; secondly, the improvement of the information sharing and distribution capacity of the Department; and thirdly, the continuation or initiation of specific projects aimed at energizing the information function of the Department. The primary task of the Department is to make efficient arrangements for the flow of information from the Government concerned and the humanitarian assistance agencies, and to provide consolidated information to them, the donors, the intergovernmental and non-governmental organizations and the public.

A. An integrated approach to information needs

88. Today, the main problems facing information providers and users are selectivity and specificity. The Department of Humanitarian Affairs needs to be selective in its information gathering and dissemination process and to provide specific information that can be used as a tool for action by the Department itself and by its main partners in emergency management. Up-to-date, accurate and authoritative information should be made available in formats appropriate to the end-users.

89. The effectiveness of the Department to provide relevant information depends on the capacity of its two offices, in New York and Geneva, to utilize the latest technology available for processing information using computerized databases accessible through computer networks and modems. Consequently, the Department has taken steps to upgrade its electronic mail system as well as its

local area networks (LAN Systems). Communication links with the field will also be improved.

90. The Department of Humanitarian Affairs will give priority to accelerating the development and maintenance of an overall system of emergency information called the International Emergency Readiness and Response Information System (IERRIS). The main objectives of IERRIS are to promote the coordination of standard operational procedures and to elaborate international guidelines for collecting and disseminating disaster-related information. Information to be collected and electronically stored relates to various kinds of emergencies, including natural disasters, complex humanitarian emergencies and technological disasters.

91. While some support has been provided, further financial assistance is required. Furthermore, it is necessary to update, in cooperation with the operational organizations of the system, existing registers and databases of disaster management training institutions, registers of national relief officials, disaster case histories, and inventories of relief resources and supplies for the use of the disaster management community at large, to form an integral part of IERRIS. This task is being actively pursued. This capacity will be of great value for the functioning of the Operations Centre of the Department, located at Geneva.

B. Information sharing and distribution

1. Technical information

92. A constant dissemination of information and situation reports on emergencies as they develop is provided to organizations concerned and Member States, mostly through electronic mail, facsimile and telex. This system is important in ensuring that emergency managers all over the world are informed in a comprehensive and rapid manner of urgent information of a humanitarian nature. The Department also produces a number of technical publications related to natural and other sudden disasters. "Disaster Prevention and Mitigation: A Compendium of Current Knowledge", consisting of 14 manuals, is currently being updated, and a fifteenth volume entitled "Strategic Aspects of Geological and Seismic Disaster Management and Disaster Scenario Planning" (DHA/93/81) has recently been issued. A glossary of disaster management terms in English, French and Spanish is being printed.

93. During 1993 the Department also issued 20 consolidated appeals as well as monthly reports on its programmes in the Horn of Africa, on the Drought Emergency in Southern Africa (DESA) and on Iraq. It distributes on a regular basis periodic situation reports on emergencies prepared in the field. Efforts will be made to improve and standardize the format of such reports for easy reference. Ten case studies have also been issued.

2. Information programme

94. The Department has begun to address the need for an effective information programme to raise awareness of the humanitarian role of the United Nations

system, to alert journalists, non-governmental organizations, opinion makers, academics and others to crises not receiving adequate international attention and to point out the wider context in which emergencies occur.

95. In collaboration with the Department of Public Information, the public information programme of the Department of Humanitarian Affairs will focus on advocacy of the humanitarian role of the United Nations system, building on and complementing the work done by the information services of the United Nations system as well as utilizing and involving similar work being done by relief organizations of the United Nations system and major humanitarian non-governmental organizations.

96. Some public information activities are already being undertaken by the Department, such as issuing press releases, giving interviews and briefings to journalists, and, in cooperation with the Department of Public Information, producing feature articles and radio and television programmes. These activities will be expanded and augmented by specifically targeted contact lists for distributing electronic and printed material, and by developing close and active liaison with the news media to keep journalists alerted to the humanitarian activities of the United Nations system. The essential task is to complement rather than duplicate the public information activities of other agencies of the United Nations system, where in-depth and technical knowledge of the issue is available.

97. Aside from the news media, the other primary target audience for the public information programme will be non-governmental organizations, which are an important vehicle for reaching the general public. Open dialogue between the Department of Humanitarian Affairs and the major non-governmental organizations concerned with humanitarian relief, already established through, among other activities, the monthly meetings chaired by the Under-Secretary-General, will be broadened and strengthened.

98. The Department produces a number of periodicals such as "DHA News", published five times a year on selected themes, and "Stop Disasters". A special edition of "DHA News" entitled "Complex emergencies and natural disasters in 1992: an overview" was issued in January/February 1993. A similar special edition is planned annually. Plans are also under way for a regular newsletter, for distribution in print and electronically, to highlight current humanitarian issues and concerns.

C. Early warning

99. The existing system of early warning for natural disasters has been reviewed, and studies have been undertaken to enlarge and modernize it. The objective is to develop critical indicators to determine potential disasters, to be used by decision makers within the United Nations system. In particular, the formulation of trigger levels for possible alert and notification procedures specific to different types of disasters and to the particular vulnerability of specific country or region, is being investigated.

100. During the period under review, the Department has made progress in the conceptualization and organization of humanitarian early warning. The

provisions of General Assembly resolution 46/182 and the follow-up to the report of the Secretary-General entitled "An Agenda for Peace" (A/47/277-S/24111) have provided the framework for the ongoing measures. It is expected that with the required cooperation from the United Nations Secretariat and from the United Nations system at large, major advances can be made in the next 6 to 12 months. As a result, humanitarian early warning will become available for application by the United Nations itself and by the operational partners in the humanitarian network.

101. Just as it is crucial to the formation and maintenance of any early warning system, information exchange is critical to fulfilling the purpose of such a system. While the system relies upon the collaboration of the entire United Nations system, as is urged in resolution 46/182, its early warning information will be available on an unrestricted and timely basis to all interested Governments and concerned authorities and agencies. Thus, the link to Member States is expected to be close both in terms of information provided by and to Governments. In such a way, an important role for the Department's early warning system can be foreseen in the dissemination and use of information critical to the decision-making process both within and outside the United Nations.

102. In view of "An Agenda for Peace" and as later called for in General Assembly resolution 47/120 of 18 December 1992, the setting up of an early warning mechanism in the Secretariat has been examined by an interdepartmental working group on early warning. The Department participated actively in this group, and its early warning system will contribute to the development of an integrated interdepartmental early warning system in the future.

103. The Administrative Committee on Coordination decided at its session in October 1992 to endorse the report of its Ad Hoc Working Group on Early Warning regarding New Flows of Refugees and Displaced Persons. It authorized monthly consultations on this issue, for which the Department was designated as focal point and convener. During these consultations, in which representatives of 12 organizations and offices, including ICRC and IOM, and a limited number of observers have participated, work has focused on the development of a mechanism to provide advance warning of situations which might give rise to new flows of refugees and/or displaced persons. As noted in the Secretary-General's report to the General Assembly on the implementation of the recommendations contained in "An Agenda for Peace" (A/47/965-S/25944), this is a part of the Secretary-General's overall attempt to set up an adequate early warning mechanism for situations which are likely to endanger the maintenance of international peace and security.

D. The Operations Centre

104. The Department of Humanitarian Affairs, in close association with relevant organizations of the system, is establishing a new Emergency Operations Centre at Geneva. The first phase of this project, which is scheduled for completion by the end of 1993, focuses on equipping the Centre with adequate facilities to allow for high-speed receipt, analysis, processing and dissemination of large volumes of information and data. Dedicated equipment and workspace will be allocated for the relief coordination team that can be activated at any time to

work in the Centre. The team will have access to information from data banks, including maps, comprehensive communications facilities and all relevant information sources. Standard operating procedures will be developed to permit effective exchange of information with the affected country and disaster response agencies and the prompt mobilization and dispatch of the United Nations Disaster Assessment and Coordination (UNDAC) Stand-By Team to the disaster site.

E. Disaster Management Training Programme

105. This programme was launched in July 1990, and General Assembly resolution 46/182 specifically requested that it should be strengthened and broadened. Its basic purpose is to disseminate specific information through world-wide training and networking activities, and stimulate dynamic interaction leading to improved mitigation of and response to disasters at the national, regional and international levels. The joint Department of Humanitarian Affairs/UNDP Disaster Management Training Programme (DMTP) is therefore an essential part of the system's activities.

106. To date, the Programme has drawn up a comprehensive body of training materials, including 16 training modules and trainer's guides, simulation exercises and videos. A network of seven regional collaborating institutions has been established, a research programme initiated, and four regional, one subregional and 23 country workshops have been conducted, including seven special workshops for drought-stricken countries in southern Africa. These activities have had considerable impact and have led to new or revised national disaster plans, mitigation projects, the creation of United Nations disaster management teams, improved field coordination through a heightened United Nations and other actor's cohesion and professionalism in emergency management, increased national capacity-building, follow-up training activities and the release of earmarked UNDP/Special Programme Resources funds for country-specific disaster-related projects.

107. In response to General Assembly resolution 46/182, the Programme was expanded to encompass complex emergencies as well as a revised target of 70 disaster-prone countries. The Programme has been extended to December 1994. A recently concluded mid-term review of DMTP confirmed the ability of the Programme to stimulate new approaches and encouraged DMTP management to place increasing emphasis on post-workshop follow-up activities. Full implementation of DMTP will require additional extra-budgetary resources. To date, $5 million has been promised for the Programme, including UNDP/SPR funds and bilateral contributions. DMTP will require an additional $3.2 million from donor sources until the end of 1994 to meet current objectives.

VII. RELIEF, REHABILITATION AND DEVELOPMENT

108. In its resolution 46/182, the General Assembly emphasized that the continuum from relief to rehabilitation and development is one of the fundamental principles of a coordinated multilateral response to humanitarian emergencies. By stressing this link between emergency operations and the development process, the Assembly has placed humanitarian assistance firmly in a developmental context.

109. The relationship between relief, rehabilitation and development is not linear. In many instances relief is provided in tandem with rehabilitation assistance: some rehabilitation and development projects, such as water, health care and sanitation, and even the provision of electricity, are essential during the relief phase. Others begin once the emergency needs have been met. The Department of Humanitarian Affairs facilitates a coordinated response by the development and relief organizations of the United Nations system to ensure the effective execution of programmes and strategies related to the continuum.

110. National efforts of affected countries play a crucial role in facilitating the successful implementation of the continuum. Capacity-building and preventive measures at the national level contribute greatly towards reducing the vulnerability of disaster-prone countries and encouraging an effective transition towards development.

111. Emergency relief and the continuum to rehabilitation and development were discussed by the Economic and Social Council at its 1993 substantive session. The Council agreed that needs assessments, including those of non-governmental organizations and relief programmes and for consolidated appeals, must take account of a country's rehabilitation and long-term development requirements at an early stage of an emergency and must promote national capacity-building to help prevent and mitigate future emergencies. The Council recommended that the relevant development organizations strengthen their capacities to put into place rehabilitation programmes, particularly to develop basic infrastructure, and that Member States and development agencies should establish funding mechanisms to expedite rehabilitation projects. The Economic and Social Council invited development organizations of the United Nations system, together with the Bretton Woods institutions, to consider issues relating to the relief-to-development continuum at the UNDP Round Table and World Bank Consultative Groups.

112. The Administrative Committee on Coordination discussed the issue of the coordination of humanitarian assistance during its first regular session of 1993 and identified, inter alia, a number of problems to be addressed in the context of the continuum. These included the need for resources for immediate rehabilitation and reconstruction requirements as well as for development; the need for Governments to participate actively in the preparation of appeals containing requirements for the continuum; the need to address specific problems of more vulnerable groups; the importance of job creation; and the role of non-governmental organizations in development initiatives and projects, including their contribution to donor and media awareness.

113. At its meeting in July 1993, the Inter-Agency Standing Committee decided to establish a task force to formulate policy recommendations concerning the continuum. Participants will include the relevant development organizations of the United Nations system and the Bretton Woods institutions.

114. The task force will address a range of issues, including the development of a system-wide operational framework for an effective response to the different phases of the continuum. This could assist the development organizations to strengthen their technical and substantive capacity both in terms of staff and resources to address the process of the continuum. The task force will also examine ways to deal with the issues related to demobilization, demining and the

repatriation and reintegration of refugees and displaced persons within the framework of the continuum, and in the context of complex emergencies or conflict situations. A financial strategy to mobilize resources for funding the continuum will also be elaborated.

115. In response to emergencies, the World Bank has provided advice and financial support through reconstruction loans and/or modifications of existing portfolios and lending programmes. In addition, the Bank has financed a wide variety of economic and social recovery programmes to restore productivity, particularly by rebuilding physical structures, providing working capital and, in some instances, financing urgently needed exports. Some recent activities include providing, on an exceptional basis, a grant to the people of Somalia; committing quick disbursing funds aimed, in part, at helping adjusting countries in southern Africa to deal more effectively with the drought situation; and providing assistance through a number of emergency credits to drought-affected countries of eastern Africa.

116. The World Bank can provide assistance in assessing the overall economic impact, sectoral damage and needs of the affected country. This would help to ensure that decisions made at the relief stage are consistent with the recovery programme and long-term sustainable development objectives and strategies. The Bank is also able to provide a multisectoral emergency recovery loan operation - a loan that focuses on key emergency problems and is normally limited to a disbursement period of two to three years - to help affected countries manage the expenses related to short-term recovery operations.

117. Moreover, the World Bank could help to identify an efficient recovery strategy and overall reconstruction programme for the affected country. The Bank could also play an important role, in cooperation with other organizations of the United Nations system, in strengthening the national capacity for managing relief and recovery and in providing support to reduce the vulnerability of the affected country to future disasters through the identification of specific factors leading to vulnerability and the creation of early warning systems.

118. The Governing Council of UNDP, at its fortieth session, considered the issue of the continuum and in its decision 93/11 of 18 June 1993 stressed the need for UNDP "to continue to develop its substantive and technical capacity to support the transition process from relief through rehabilitation to sustainable development and to support resident coordinators in their emergency coordination function in close cooperation with the Department of Humanitarian Affairs".

119. UNDP has focused on those areas of the continuum where, at the level of affected countries, development agencies take the lead, in particular by providing assistance for capacity-building, vulnerability reduction and long-term recovery, in cooperation with its traditional national partners. An approach to the management of post-war rehabilitation programmes is being developed by UNDP and has been tested in Central America and Ethiopia. Programmes with similar objectives have been developed for Afghanistan, Cambodia, Mozambique and Somalia, and are being considered for other countries in the Horn of Africa.

120. In terms of its future work, UNDP will undertake several actions: appraising UNDP-supported programmes and projects to ensure that they reduce vulnerability to disasters and emergencies; recasting country programmes if necessary so that they directly support the rehabilitation and recovery process; and initiating a dialogue with the World Bank regarding the interrelationships between vulnerability, recovery and structural adjustment processes. The institutional capacity will be developed within UNDP to formulate, mobilize resources for, and manage programmes of transition from relief to rehabilitation and development. In addition, a project has recently been initiated with the aim of providing UNDP with operational guidelines for management and coordination of humanitarian assistance at the field and Headquarters levels.

121. In accordance with its mandate and the principles that govern its policy, UNICEF was requested by its Executive Board, in decision 1993/7, to continue responding to the needs of children in emergency situations, concentrating efforts on non-food assistance, while maintaining and where possible increasing its commitment to longer-term development; and to provide its support to emergency programmes for children and women with built-in development dimensions, with a view to increasing the sustainability of related efforts, giving due regard to empowerment and capacity-building in order to strengthen the ability of families, communities and countries to deal with these situations. The Board also urged that UNICEF country programmes, especially in emergency-prone countries, give increased attention to disaster prevention, preparedness and vulnerability analysis, and that they also address rehabilitation situations, linking them to sustainable development programmes.

122. UNICEF will continue to respond effectively to the needs of children and women in emergency situations through focusing on non-food assistance interventions such as health, supplementary and therapeutic feeding programmes, water and sanitation and education, including trauma care and counselling. At the same time, UNICEF will maintain its commitment to longer-term development through its country programme developed jointly with the host Governments.

123. Action by FAO covers the successive phases of the continuum within the framework of a large field programme comprising relief and rehabilitation activities as well as projects in support of agricultural and rural development. FAO's involvement starts with its monitoring of factors influencing crop conditions and the food outlook on a global basis. Such monitoring, which is carried out by the FAO Global Information and Early Warning system, provides the basis for both early warning of food, as well as related drought and locust, emergencies. It also enables FAO to identify where and when it should field food needs assessment missions. WFP is also invited to join these missions.

124. During the rehabilitation phase, FAO provides needs assessment and delivery of non-food items required for the rehabilitation of the agricultural sector. Funding is obtained from the donor community or from FAO's own Technical Cooperation Programme, which has provided over $15 million for emergency interventions since January 1992.

125. While the FAO activities described above help Member States to deal with the consequences of emergencies and disasters, it is the organization's development activities that address their underlying root causes. For example, FAO work on land-use planning and watershed management can assist risk-prone

countries to deal better with the causes of floods, landslides and drought. Human resource developments, institution-building and policy advice are among the activities undertaken by FAO in its technical fields of competence to build national and regional capacity that will allow countries to prevent emergencies and reduce the need for costly humanitarian assistance. FAO development activities are geared towards reducing the vulnerability of rural people, who usually constitute the poorest segments of the population and those most adversely affected by disasters and emergencies. FAO support to agricultural and rural development may often lead to larger investments in this sector. Moreover, the organization prepares a considerable share of agricultural investment projects financed by the World Bank and other multilateral financial institutions.

126. WHO views the phases of relief, rehabilitation, reconstruction and development more as a cycle, where disaster prevention, mitigation and preparedness are an integral part of sustainable development. Recent experiences of WHO include the ongoing "basic minimum needs" projects in Somalia and other countries. During the Gulf crisis WHO was given responsibility to assist Member States in health-related matters, relying heavily on the national health systems' infrastructure and non-governmental organizations to facilitate emergency relief activities. WHO gave support in the form of local expenditures, supplies and technical expertise, as part of strengthening existing country capacity, rather than an ad hoc reaction to events. Another recent experience that has been relatively successful is in Mozambique, where a WHO project of Health and Development for Displaced Populations (HEDIP) has shown positive results.

127. In the future, WHO will continue to help its member States to strengthen their national capacities in health-related sectors by providing support in the areas of emergency prevention, mitigation and preparedness, focusing in particular on those countries most vulnerable to disasters. Special emphasis will be given to integrating measures related to these areas into overall national development plans.

128. Non-United Nations entities involved in development activities in affected countries can make a substantial contribution to the success of the continuum efforts by facilitating adjustment of their development projects and programmes to the new requirements resulting from disasters and other emergencies, as well as by enhancing awareness in the donor community of rehabilitation and development needs. Indeed the participation of regional development banks and bilateral donors could help to mobilize adequate resources needed to meet the continuum requirements.

129. Recently, concerted efforts have been undertaken to integrate rehabilitation and development activities into humanitarian programmes designed to address the continuum for a number of emergency situations. These include humanitarian programmes and consolidated appeals which were, and will continue to be, drawn up for Mozambique, Eritrea, Ethiopia and other drought-stricken countries of southern Africa.

130. Early assessment by the United Nations system of the scope and magnitude of the drought in southern Africa, including the crop assessment of FAO and WFP, made it clear that the social fabric and economic structures of the Southern

Africa Development Community (SADC) were threatened. The corresponding programme of emergency relief was therefore designed within a developmental context. International financial and development institutions were invited to participate in the preparation of the consolidated United Nations/SADC appeal for international support in response to the drought emergency in southern Africa. Recognizing the heavy drought-imposed costs not only on the affected population but also on the wider economy of the region, these institutions created programmes aimed at producing a positive impact on the medium- to longer-term development of the affected countries. The World Bank, for instance, allocated $345 million in quick-disbursing funds during the first half of 1992 to enable Governments to respond quickly to the emergency. In Lesotho, Malawi, Mozambique, Zambia and Zimbabwe it also reallocated over $55 million to finance drought activities other than food aid, such as expanding water supplies and providing agricultural inputs for farmers to grow food once the rains returned. The Bank also relaxed many of the requirements and targets of structural adjustment programmes in the region.

131. By the conclusion of the decade-long war in Mozambique, about 1.5 million people had taken refuge in neighbouring countries and nearly 4 million more had been displaced within their own country. With the advent of peace, the focus is on reconciliation and the return to normalcy. Accordingly, the United Nations Humanitarian Assistance Programme in Mozambique has changed in character and orientation. The Consolidated Humanitarian Assistance Programme for 1993-1994 reflects a shift from the previous concentration on emergency relief. By focusing now on the reintegration needs of refugees and displaced persons, it seeks to prepare the ground for reconstruction and future development. The Programme reflects the fact that the transition from emergency to rehabilitation and development requires, among other things, a carefully graduated plan to normalize a supply of agricultural inputs progressively. Also, it seeks to provide some reinforcement to the Government's Economic and Social Recovery Programme. Consequently, the components of the Consolidated Humanitarian Assistance Programme for Mozambique also include programmes for the restoration of essential services and balance-of-payments and budget support.

132. Since the end of the cold war, the world has witnessed not only the establishment of new States but also the disintegration of existing nations or the crumbling of their institutional structures. The former Yugoslavia and Somalia were cases in point. The United Nations has been called upon not only to provide humanitarian assistance and restore peace but also to help rebuild societies and the State structures. In Somalia, the United Nations is expected to move simultaneously in the repatriation and reintegration of refugees and displaced persons, the demobilization of the militia, the re-establishment of the judicial system and police forces, the revitalization of social services, the resuscitation of commerce and trade as well as the revitalization of the productive sector, agriculture and livestock. How all these challenges can be met in a way that such activities can be sustained by the Somalis themselves after the departure of the United Nations must be addressed. Bearing this in mind, the United Nations is working very closely with the World Bank, UNDP and other organizations of the United Nations system to put together a three-year plan for the rehabilitation and reconstruction of Somalia.

133. Lessons drawn from the recent implementation of humanitarian assistance programmes have indicated the need to design programmes and strategies for the

continuum which take into account the specific circumstances of each country, including socio-economic, political, historic and cultural considerations. In addition, the following guidelines should be noted:

(a) Relief assistance should not lead to long-term dependency on external aid;

(b) It is essential that international entities involved in the continuum work in close cooperation with the national authorities at all levels;

(c) Mandates and comparative advantages of the institutions concerned should be fully taken into account;

(d) Rehabilitation and reconstruction criteria should be integrated into the emergency response at the earliest possible stage;

(e) Emergency programmes should be supportive of regular country development plans and these, in turn, should provide for the strengthening of early warning systems and of national capacity to respond to disasters;

(f) Assistance programmes should be designed with the support of specific expertise or stand-by capacities for activities that provide the bridge from relief to reconstruction and development;

(g) Specific resources should be earmarked for rehabilitation and reconstruction.

134. It is essential that the agencies involved in the continuum programmes strengthen their institutional and technical capacities to respond in a timely and appropriate manner to the identified needs. Such action should reflect the understanding that the coordinated efforts to facilitate the transition from emergency relief to rehabilitation and development constitute a distinct and challenging area of multilateral cooperation.

135. The question of adequate funding of the various phases of the continuum needs to be addressed. Appropriate and timely financing of the continuum from relief to development is cost-effective and would prevent the affected countries from sliding back into the vicious circle of dependency on relief assistance. The donor community may wish to consider earmarking resources for rehabilitation and development and, in that context, consider the desirability of setting up specific funds.

136. Existing inter-agency consultation mechanisms at the country level should be effectively utilized to address the continuum with the participation of the affected country, relevant multilateral organizations and interested donor countries. In this context, the World Bank Consultative Group and the UNDP Round Table, which have been effectively applied in Mozambique and Rwanda, should be fully utilized.

VIII. CONCLUSIONS AND OBSERVATIONS

137. In 1993 there has been a steady increase in expectations of and demands on the United Nations. Many of these challenges are complex and involve the need for humanitarian assistance.

138. Natural and man-made disasters have resulted in enormous losses - economic and social and, above all, loss of human life - throughout the globe. The impact of disasters and other emergencies is particularly severe and tragic in developing countries, which already face grave economic problems. Many developing countries have been set back years and even decades in their fragile progress towards development and have been rendered still more vulnerable to disasters. More vigorous efforts are needed to strengthen vulnerable countries that are on the verge of sliding into emergency situations.

139. The creation of conditions for peace and a stable environment in complex emergency situations is an ambitious endeavour. Efforts have to be made to facilitate demining; to ensure the smooth process of demobilization following armed conflict; and to reintegrate refugees and displaced persons into society and create opportunities for them to engage in normal productive activities. It is critical that emergency relief, rehabilitation and development be treated as an integrated whole and that relief operations do not prejudice longer-term development or create a dependency syndrome among recipients. Investment in rehabilitation is the most effective way to ensure that resources devoted to relief assistance will not be wasted. The international community must find ways to ensure that the continuum from relief to rehabilitation and development is made into a reality and is adequately financed.

140. The Department of Humanitarian Affairs, in collaboration with other relevant bodies and organizations of the United Nations system, will continue to pursue policies and actions needed to reverse the increasing impact of natural disasters, such as creating wider recognition of the whole spectrum of potential hazards and incorporating potential disaster analysis and mitigation measures into development planning. It will further ensure that the lessons learned in each new disaster are actively propagated and applied to disaster mitigation in all countries with similar risks. The World Conference on Natural Disaster Reduction at Yokohama in May 1994 and the mid-term evaluation of the International Decade for Natural Disaster Reduction should be important milestones in the process of promoting disaster reduction and mitigation programmes and in designing future action.

141. Regarding response to and preparedness for natural disasters and sudden-onset emergencies, the Department has introduced new approaches to increase effectiveness and has successfully initiated a series of innovative projects. Implementation of these projects will be continued in the next biennium and Member States will be requested to commit further extrabudgetary resources to allow their completion.

142. The provision and management of early warning information and its effective follow-up are essential for timely action by the international community, be it in the area of preventive diplomacy or in making the necessary arrangements for prompt humanitarian assistance. This issue is also being addressed in the context of "An Agenda for Peace" (A/47/277-S/24111). Efforts are being made to

establish a more effective system-wide information system and this process will be accelerated in order to provide a useful information focus for the international humanitarian community.

143. Experience has demonstrated the relationship between conflict resolution and humanitarian assistance. Basic relief assistance can help to defuse political tension, thereby contributing to the promotion of a peaceful solution to a conflict. On the other hand, advances in the search for peace facilitate the effective delivery of relief assistance. In conflict situations, the role of military protection for the secure passage of relief convoys and for the safety of humanitarian personnel has, in some cases, proved to be essential. At the same time, it is of fundamental importance to ensure that the unique purposes and principles of humanitarian assistance are fully recognized and upheld. On the basis of experience in the field, further improvements will be introduced to ensure coordination and the effective division of work between humanitarian assistance activities and military operations and to promote the security of those engaged in humanitarian activities.

144. The right to humanitarian assistance remains a fundamental issue, and the Department's leadership in humanitarian diplomacy is needed to address it on behalf of the United Nations operational organizations. The Department will endeavour to obtain access to emergency-affected populations where circumstances prevent the provision of humanitarian assistance.

145. In order to achieve a prompt and effective response to complex emergencies, it was, in some instances, deemed necessary to create a special emergency coordination unit at the country level. Whether the office of the UNDP Resident Coordinator or a Special Emergency Unit is the focal point for the United Nations system's humanitarian activities, it is essential that the Department of Humanitarian Affairs, in cooperation with the operational organizations, ensure a clear field structure. Lines of authority and reporting procedures should be established at the onset of an emergency. Steps should be taken to ensure that there is a good flow of information in both directions between the Department and the field coordinators, the Government and agencies concerned. Of particular importance is the need to ensure that there are clear channels for the inputs of the Humanitarian Assistance Coordinator to be fully considered by decision makers in the peace-keeping and political structures at the field level. The Department will provide all possible support to the country-level relief coordinator to ensure that the humanitarian dimension is fully taken into account in peacemaking and peace-keeping operations in accordance with the principles of humanity, neutrality and impartiality. The Department will also support field-level coordination through policy guidance, information management and resource mobilization. Equally important is for the field staff and financial support required for such arrangements to be operational from the very outset of each emergency.

146. Since its establishment, the Central Emergency Revolving Fund has been increasingly utilized by the operational organizations. Arrangements for its use will continue to be improved in order to expedite early response to emergencies, while taking into account the revolving nature of the Fund and the need for accountability. The General Assembly could review the possibility of increasing the scope and size of the Fund, as well as of utilizing it to

facilitate the dispatching of fact-finding missions, needs assessment and for the preparation of consolidated appeals in the initial phase of emergencies.

147. The Inter-Agency Standing Committee (IASC) will be used to a greater extent for the formulation of policies, strategies and operational programmes for addressing complex and major emergencies. IASC will serve as the main forum for discussion of those issues relating to humanitarian assistance, as well as those that could require system-wide coordination or a clear assignment of responsibility. These include internally displaced persons, demobilization, demining and the safety and protection of relief workers and supplies. The Committee will also review periodically country situations with a view to enhancing system-wide cooperation and strengthening mutual support in the implementation of humanitarian programmes.

148. The development of guidelines for the consolidated appeal process will be pursued in the framework of IASC and in consultation with non-governmental organizations and Member States. Greater attention will be paid to ensuring that appeals provide a full picture of needs and take account of the activities of all relevant actors, including the host Government, intergovernmental and non-governmental organizations, IFRC, ICRC, IOM and bilateral donors. Appeals will be put together at the field level with the active involvement of these actors, including the Humanitarian Coordinator/Resident Coordinator and the United Nations Disaster Management Team; where applicable, representatives of the Bretton Woods institutions will be associated to the extent possible.

149. Greater attention will be given to the priority order of activities included in consolidated appeals to permit a more focused donor response. As part of essential follow-up activities, the Department will emphasize resource mobilization support for operational partners, intergovernmental and non-governmental organizations, monitoring of funding levels and dissemination of regular situation reports to the international community.

150. The development of an emergency management information system continues to be essential for coordination and mobilization of support for timely action. The Department of Humanitarian Affairs has begun the initial phase of establishing an International Emergency Readiness and Response Information System (IERRIS) as a central management tool for handling both natural disasters and complex emergencies. It also plans to strengthen the computer systems and links between its Geneva and New York offices.

151. During the biennium 1992-1993 considerable progress has been achieved by the United Nations in promoting better coordination of humanitarian assistance and in fostering cooperation among organizations of the system in response to complex emergencies. Financial and human resources available to the United Nations system, however, are far from sufficient to respond to the increasing number of disasters and emergencies which the system is called upon to address. The Economic and Social Council, in its agreed conclusions on coordination of humanitarian assistance, highlighted the need to provide the Department of Humanitarian Affairs with regular budget staffing and administrative resources commensurate with its responsibilities (A/48/3, chap. III, para. 19, agreed conclusions, para. 29).

152. Two years ago, when the General Assembly adopted resolution 46/182, few could have foreseen the number, magnitude and complexity of the world's humanitarian crises that the United Nations has since been called upon to address. We must have both the courage and the means to translate humanitarian ideals into tangible assistance to those who are in desperate need. Indeed for far too many, the United Nations and the international relief community symbolize their only remaining hope. It is our responsibility to help not only those who through glaring media coverage have caught our attention, but also those who have not. The international community has the capacity to provide such assistance and it has recognized and reiterated the humanitarian imperative. It must now be enlightened on the fundamental value of such investment, not only for the sake of its conscience, but in building the foundations for lasting peace and security in the world.

ANNEX I

Summary of consolidated inter-agency appeals and contributions

New/ongoing complex emergencies in 1993
(US dollars)

(Updated as at 24 September 1993)

	Requirements	Funding	Shortfall	Percentage of needs covered	Estimated number of beneficiaries	Implementation period
Afghanistan	138 156 000	46 894 178	91 261 822	33.94	2 000 000	Jan-Sep 93
Angola	226 054 100	46 042 108	180 011 992	20.37	2 000 000	May-1993-Apr 94
Southern Africa a/	950 621 543	724 236 155	226 385 388	76.19	18 000 000	Jun 1992-May 93
Haiti b/	62 727 000	3 987 500	58 739 500	6.36	4 000 000	Mar-Sep 93
Iraq	201 696 682	206 632 880	(4 936 198)	102.45	1 500 000	Jul 92-Mar 93 (Phase V)
	463 902 435	95 667 114	368 235 321	20.62	1 500 000	Apr 93-Mar 94 (Phase VI)
Subtotal (Iraq)	665 599 117	302 299 994	363 299 123	45.42		
Lebanon	28 745 200	1 250 000	27 495 200	4.35	350 000	Aug 93-Jan 94
Liberia c/	149 958 000	102 012 000	47 946 000	68.03	1 400 000	Jul 91-Sep 93
Tajikistan	20 398 220	7 491 059	12 907 161	36.72	400 000	Jan-May 93
Armenia	24 729 300	6 723 602	18 005 698	27.19	250 000	Jul 93-Mar 94
Azerbaijan	15 193 000	6 325 616	8 867 384	41.64	150 000	Jul 93-Mar 94
Georgia	20 927 000	4 706 590	16 220 410	22.49	108 000	Mar-Dec 93
Rwanda	78 533 519	22 168 137	56 365 382	28.23	900 000	Apr-Dec 93
Eritrea	80 511 855	18 116 535	62 395 320	20.50	1 560 000	Jan-Dec 93
Ethiopia	299 871 748	116 540 997	183 330 751	38.86	6 500 000	Jan-Dec 93
Kenya	192 192 470	75 383 524	116 808 946	39.22	1 650 000	Jan-Dec 93
Sudan	203 530 769	83 177 617	120 353 152	40.87	7 600 000	Jan-Dec 93
Somalia	159 435 400	29 876 288	129 599 112	18.74	2 500 000	Mar-Dec 93
Former Yugoslavia d/	768 905 075	544 165 752	224 739 323	70.77	3 820 000	Apr-Dec 93
Mozambique	558 526 031	495 460 664	63 065 367	88.71	4 000 000	May 93-Apr 94
Zaire e/						
TOTAL	4 644 615 347	2 637 088 316	2 007 537 031	56.77	58 688 000 f/	

(Footnotes on following page)

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(Footnotes to table)

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a/ Drought Emergency in Southern Africa (DESA), including: Angola, Botswana, Lesotho, Malawi, Mozambique, Namibia, Swaziland, United Republic of Tanzania, Zambia and Zimbabwe.

b/ Financial figures do not include an announced contribution of the Canadian Government of Can$ 13 million.

c/ An updated consolidated appeal for Liberia is currently being finalized.

d/ An updated appeal totalling US$ 696,550,854 for October 1993-June 1994 has been finalized and will be issued shortly.

e/ Appeal currently being finalized.

f/ NB: Includes total figure of 1,500,000 persons for Iraq.

ANNEX II

Central Emergency Revolving Fund

A. Status of contributions to the Fund in 1992-1993
(As at 30 September 1993)

(US dollars)

	Pledges	Collections	Date paid
Australia	800 000	743 600	27 Jul 92
Austria	500 000	500 000	27 Mar 92
Belgium	330 000	327 327	17 Sep 92
Canada	2 300 000	2 195 321	2 Apr 92
			15 Jun 92
Colombia	10 000	10 000	4 Feb 93
Denmark	2 000 000	1 999 985	31 Aug 92
Finland	1 500 000	1 533 804	18 Jun 92
France	5 600 000	934 579	16 Nov 92
		909 091	18 Jan 93
		3 636 364	27 Jan 93
Germany	5 000 000	5 000 000	30 Jun 92
Holy See	50 000	50 000	22 May 92
Iceland	10 000	10 000	6 Jul 92
Ireland	100 000	100 000	18 Jun 92
Italy	5 000 000	4 284 184	10 Dec 92
Japan	5 000 000	5 000 000	27 Jul 92
Liechtenstein	7 000	6 641	10 Apr 92
Luxembourg	100 000	100 000	13 Aug 92
Malaysia	20 000	20 000	15 Jun 93
Mauritius	10 000	10 000	1 Jul 92
Netherlands	3 000 000	3 083 590	12 Jun 92
New Zealand	140 000	136 825	23 Mar 92
Norway	1 850 000	1 849 970	4 May 92
			9 Jun 92
Republic of Korea	50 000	50 000	11 Jun 92
Spain	750 000	671 544	7 Jun 93
Sweden	2 750 000	2 408 744	25 Nov 92
Switzerland	2 000 000	999 985	25 Aug 92
		999 985	13 Jan 93
United Kingdom of Great Britain and Northern Ireland	5 000 000	5 000 000	24 Apr 92
United States of America	6 200 000	2 500 000	15 Apr 92
		1 200 000	20 May 93
		2 500 000	19 Jul 93
Non-governmental organizations	1 000	1 000	17 Jun 92
Total contributions	50 078 000	48 772 539	

B. Status of utilization of the Fund in 1992-1993
(As at 30 September 1993)

(US dollars)

A. Advances in 1992/93		Advances	Date disbursed
UNICEF	(Somalia)	5 000 000	21 Aug 92
UNICEF	(Kenya)	2 000 000	21 Aug 92
United Nations Coordinator of Humanitarian Assistance in Somalia (UNCHAS)	(Somalia)	500 000	10 Sep 92
FAO	(Somalia)	1 600 000	23 Sep 92
WHO	(Somalia)	2 000 000	22 Oct 92
UNICEF	(Iraq)	5 000 000	9 Nov 92
UNHCR	(Afghanistan)	5 000 000	11 Nov 92
UNICEF	(Mozambique)	2 000 000	22 Jan 93
WFP	(Tajikistan)	4 500 000	25 Mar 93
WHO	(former Yugoslavia)	2 500 000	26 Mar 93
UNHCR	(Georgia)	2 000 000	22 Apr 93
UNICEF	(Iraq)	5 000 000	14 Jun 93
UNHCR	(Tajikistan)	5 000 000	21 Jun 93
WFP	(Iraq)	4 000 000	9 Jun 93
UNICEF	(Haiti)	1 000 000	23 Jul 93
WFP	(Lebanon)	560 000	31 Aug 93
Habitat	(Lebanon)	5 000 000	7 Sep 93
Total advances		52 660 000	

B. Disbursements in 1992/93		Reimbursement	Date Disbursed	Date reimbursed
UNICEF	(Somalia)	5 000 000	21 Aug 92	22 Dec 92
UNICEF	(Kenya)	1 388 889	21 Aug 92	31 Dec 92
UNCHAS	(Somalia)	459 472	10 Sep 92	15 Mar 93
WHO	(Somalia)	2 000 000	22 Oct 92	16 Mar 93
UNHCR	(Afghanistan)	5 000 000	11 Nov 92	30 Mar 93
UNICEF	(Iraq)	5 000 000	9 Nov 92	16 Apr 93
FAO	(Somalia)	1 600 000	23 Sep 92	27 Jun 93
UNHCR	(Georgia)	2 000 000	22 Apr 93	16 Sep 93
Total reimbursements		22 448 361		

C. Status of utilization of the Fund

Contributions received:	48 772 539
Less: Advances	(52 660 000)
Add: Reimbursements	22 448 361
Add: Interest earned	907 047
Fund balance	19 467 947

ANNEX III

Summary of natural disasters in 1993

Date Started in 1993	Affected Country/ Region	Disaster	Number of persons affected (n/a - data not available)			Amount of damage as reported to DHA	Total* Contributions reported to DHA	Contributions through DHA**	Direct Provision of DHA Emerg. Grant
			Dead	Injured	Homeless	(US dollars)			
03 JAN	Fiji	Cyclone "Kina"	21	n/a	10,000	100,000,000	4,349,933	0	15,000
03 JAN	Tuvalu	Cyclone "Nina"	n/a	n/a	200	n/a	0	0	10,000
04 JAN	Solomon Islands	Cyclone "Nina"	3	n/a	n/a	n/a	231,768	27,978	15,000
07 JAN	Bangladesh	Thunderstorms	31	n/a	n/a	n/a	0	0	
07 JAN	Mexico	Mudslides/Floods	27	n/a	1,000	20,000,000	25,000	0	
02 FEB	Indonesia-Java	Floods	85	n/a	4,000	47,000,000	0	0	
02 FEB	Philippines	Volcanic Eruption	77	9	63,000	3,158,536	586,933	90,000	
05 FEB	Yemen	Floods	13	n/a	4,000	40,000,000	1,741,991	235,530	25,000
08 FEB	Iran	Floods	375	n/a	500,000	288,000,000	3,012,253	107,081	40,000
12 FEB	United Republic of Tanzania	Floods	54	34	2,900	6,000,000	218,620	0	25,000
17 FEB	Zimbabwe	Cholera epidemic	n/a	n/a	n/a	n/a	0	0	
13 MAR	Cuba	Tropical Storms & Floods	5	95	n/a	n/a	4,914,348	431,215	25,000
14 MAR	Pakistan	Avalanches	36	n/a	n/a	n/a	0	0	
21 MAR	Pakistan/Afghanistan	Avalanches	24	8	n/a	n/a	0	0	
30 MAR	Vanuatu	Tropical Cyclone "Prema"	1	10	7,000	60,000,000	555,736	0	20,000
01 APR	Ecuador	Rains/Landslides	50	n/a	15,000	n/a	1,459,697	102,308	25,000
07 APR	Mongolia	Snowstorms	22	n/a	n/a	9,300,000	2,582,225	128,752	25,000
15 APR	Eritrea	Hailstorms	4	16	15,659	5,164,820	2,533,357	402,944	
27 APR	Colombia	Floods	27	40	n/a	n/a	200,000	0	
05 MAY	Chile	Mudslides/floods	21	58	1,225	12,500,000	232,128	0	
09 MAY	Ecuador	Torrential Rains/ Landslides	140	n/a	n/a	n/a	0	0	
11 MAY	Argentina	Floods	n/a	n/a	n/a	400,000,000	0	0	
12 MAY	Tajikistan	Heavy rains	0	0	53,000	163,000,000	6,964,017	361,294	30,000

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Date Started in 1993	Affected Country/Region	Disaster	Number of persons affected (n/a - data not available)			Amount of damage as reported to DHA	Total* Contributions reported to DHA	Contributions through DHA**	Direct Provision of DHA Emerg. Grant
			Dead	Injured	Homeless	(US dollars)			
13 MAY	Bangladesh	Tornado	14	2,000	7,500	n/a	0	0	
14 MAY	Papua New Guinea	Tropical Cyclone "Adel"	4	n/a	n/a	n/a	1,550		
18 MAY	Jamaica	Floods	8	n/a	n/a	18,200,000	75,484	0	
24 MAY	Argentina	Earthquake	0	0	0	0	0	0	
27 MAY	Kazakhstan	Heavy rains	10	0	30,000	34,000,000	305,960	280,960	25,000
31 MAY	Sri Lanka	Floods	8	0	0	nm/a	0	0	
31 MAY	Cuba	Floods	7	0	0	n/a	0	0	
01 JUN	Cuba	Neuromyelopathy Epidemic	0	49,358	0	n/a	7,531,846	0	25,000
12 JUN	Papua New Guinea	Floods	n/a	n/a	n/a	n/a	0	0	
15 JUN	Afghanistan	Mudslides	80	0	1,000	n/a	0	0	
17 JUN	Russia	Floods	15	441	0	n/a	0	0	
21 JUN	Bangladesh	Floods	28	n/a	50,000	n/a	0	0	
22 JUN	Iran	Earthquake	n/a	n/a	n/a	n/a	0	0	
26 JUN	Philippines	Typhoon "Koryn"	1	n/a	n/a	n/a	441,730	0	
07 JUL	India	Floods	1,219	n/a	n/a	413,125,000	585,543	0	
07 JUL	Pakistan	Floods	15	n/a	n/a	n/a	148,345	0	
23 JUL	Nepal	Floods & Landslides	1,048	288	n/a	204,000,00		12,418	25,000
27 JUL	Bangladesh	Floods	179	n/a	n/a	n/a	655,339	0	
01 AUG	Sudan/Egypt	Earthquakes	3	20	0	n/a	0	0	
05 AUG	Ukraine	Floods	6	n/a	n/a	49,168,529	0	0	
07 AUG	Trinidad and Tobago	Tropical Storm "Bret"	0	0	0	n/a	0	0	
08 AUG	Guam	Earthquake	0	71	0	n/a	0	0	
10 AUG	Venezuela	Tropical Storm "Bret"	100	400	5,500	n/a	384,416	0	
12 AUG	Guinea	Floods	n/a	n/a	500	n/a	0	0	
17 AUG	Belarus	Floods	0	n/a	n/a	100,000,000	350,000	0	
10 AUG	Nicaragua	Tropical Storms "Bret" and "Gert"	13	n/a	3,270	n/a	422,221	0	20,000

Date Started in 1993	Affected Country/region	Disaster	Number of persons affected (n/a - data not available)			Amount of damage as reported to DHA	Total* Contributions reported to DHA	Contributions through DHA**	Direct Provision of DHA Emerg. Grant
			Dead	Injured	Homeless	(US dollars)			
26 AUG	Philippines	Floods	5	n/a	n/a	2,600,000	0	0	
31 AUG	China	Dam Burst	290	336	15,000	27,000,000	645,000	100,000	

TOTAL NUMBER OF NATURAL DISASTERS (JANUARY-AUGUST 1993) 61

TOTAL NUMBER OF INTERNATIONAL APPEALS (International appeal-situation reports) 21

CONTRIBUTIONS TO NATURAL DISASTERS REPORTED TO DHA: $51,432,120

CONTRIBUTIONS TO NATURAL DISASTERS CHANNELLED THROUGH DHA: $ 2,300,480

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* Does not include in-kind contributions for which no costing has been provided.

** Total contributions pledged for ongoing disasters have not, so far, been received at the Department of Humanitarian Affairs (DHA)-Geneva. The total amounts can therefore be expected to change slightly, depending on the rates of exchange prevailing at the time of receipt of contribution. The figures reflecting the populations affected and damages may also be revised in the future, based on additional available information.